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ABSTRACT

The materials on budgeting presented here are based on training programs conducted for women's centers through the Women's Educational Equity Project of the women's center at the University of Massachusetts, Amherst. The booklet's purpose is to provide users with explicit information on developing and negotiating budgets for women's programs. Topics covered include kinds of budgeting (for example, incremental and zero-base), types of funds available, sources of funds to tap, and budgetary cycles. The final chapter offers suggestions on preparing the actual budget, including such topics as dealing with the political implications and promoting credibility. The appendix offers more specific guidelines to follow for budgeting effectively. (Author/LD)

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DEVELOPING AND NEGOTIATING BUDGETS FOR WOMEN'S PROGRAMS

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Everywoman's Center
University of Massachusetts at Amherst

Women's Educational Equity Act Program
U.S. Department of Health, Education, and Welfare
Office of Education

EA 011 885

The materials presented here are based on training conducted for women's centers through the Women's Educational Equity Project of Everywoman's Center, University of Massachusetts at Amherst. The training curriculum on budgeting was developed and implemented by Juan Garcia and Polly Lukens of the University's Office of Budgeting and Institutional Studies and by Joan Sweeney of the Equity Project. The materials have been adapted into this format by Kathryn Girard.

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APPROACHES TO BUDGETING

This first section will deal with different approaches to budgeting. Why do you need to know this? Basically, it's so that you can recognize the kind of budgeting done at your own institution and through that, possibly develop better requests for funds for new or existing activities. You should be aware that there are dozens of different kinds of budgets (a few are covered briefly) and institutions may use pure forms or various combinations of these forms.

Incremental Budgeting

In developing a budget under an incremental budgeting system, if that's what your institution uses, you only justify the additional funds you are requesting. The amount of money a department or organization has obtained in the preceeding year is considered your base. From this base budget, you tack on any additions that you are requesting. Increases to your base could be for only the cost-of-living and inflation, or they could be for new activities or new facilities for your center, or they could be for improving existing activities or facilities. If you do get an increase, a new base is established. The following year, again, you only need to justify the increase above that new base. And so it goes. Year after year, you only justify the increase in the new budget you want. That's called Incremental Budgeting.

Advantages of Incremental Budgeting

One advantage of incremental budgeting is that it's understandable at least in concept, and widely accepted. It's widely accepted because you don't have a lot of paper work to go through to justify what's ongoing year after year. Because of the base, you also have a ready made

starting point for next year's budget request. It's easy to prepare because you only focus on the increases.

A cautionary note

Incremental budgeting sounds as if you can always assume that the increase from last year is considered part of the budget base for the next year. However, that assumption cannot always be made because practice among institutions varies. Quite often a lot of institutions operate under two operating budgets or budgeting levels. One is called the base level and the other, the operating budget. A base level increase is a permanent change and an operating budget increase is a one-time, single-year allocation. For example, if you indicate a need for a new mimeograph machine and your request is approved and the allocation made, chances are it will be as a one-time commitment. The base will remain the same as it was before. You will simply have more operating funds for that year. When you go into the next year, the base will be less than the net for your previous year. It is important, then, if your institution uses an incremental budgeting approach, that you find out which allocations increase the base and which are only one-time commitments. A question to ask is: What is my base? Keep in mind that you can always negotiate or try to negotiate the base.

Some Disadvantages of Incremental Budgeting

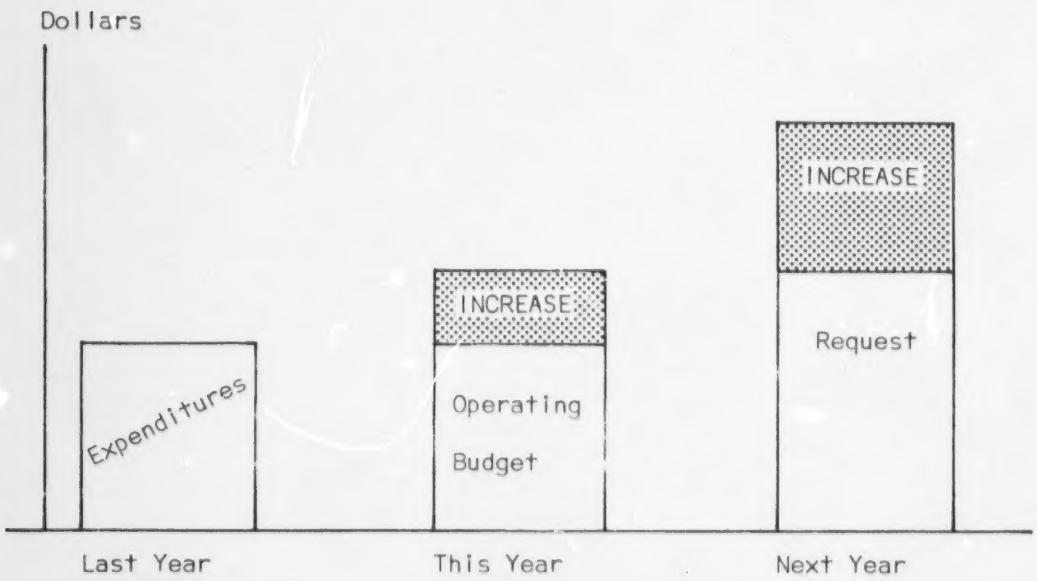
An important disadvantage of incremental budgeting is that programs or activities down below the base are never looked at, never inspected and never justified. Programs that have been in existence for years may have a base that started 20 or 50 years ago. Irrelevant programs and activities in which there is no current interest may peacefully continue unexamined because they are hidden below the base. Another disadvantage

of incremental budgeting is that it is politically oriented. There are a lot of politics in negotiating the increase.

All budget systems are political to some extent. But incremental budgeting is more vulnerable to politics because everyone is competing for an increase. On an institution-wide basis, the increase is most often less than the sum of departmental requests for increases. Deans or department heads are forced to play political "games" to get increases and those likely to win the game (get the increases) are those who are familiar with the rules. Usually, personalities and political clout -- not the integrity or benefits of the program -- are what count. Another negative aspect of incremental budgeting is that it is not practical in tough times. Obviously, a system based on increases is not practical in times of decreasing revenues and forced budget cuts.

Incremental Budgeting

Last year's budget $\pm$ incremental changes



MAIN FEATURE: Justify only the increases

Incremental Budgeting

Advantages:

1. understandable, widely accepted
2. gives a starting point
3. easy to prepare a budget

Disadvantages:

1. has "bad" connotation
2. politically oriented
3. old or irrelevant programs not looked at
4. not practical during stringent times

Zero-base Budgeting

Zero-base budgeting has just recently been given a lot of impetus by President Carter. When he was Governor of Georgia, he implemented zero-base budgeting at the state level and during his campaign he said he was going to implement it in the federal government. The main feature of this approach is that you justify everything in your budget request from zero. The ideal concept of zero-base budgeting is that your base is zero year after year. You justify your entire program each year, from the ground up.

Advantages of Zero-base Budgeting

An advantage of zero-base budgeting, according to its proponents, is that it is politically sound. It appeals to taxpayers because they are interested in doing away with extraneous programs which will result in fewer costs, which means less taxes. It also assures constant reevaluation of all programs, so that you don't have irrelevant, moldy programs hiding in the base. One of the things zero-base budgeting promotes is participation. It involves all staff personnel at all levels in justifying their own and their program's existence.

Disadvantages of Zero-base Budgeting

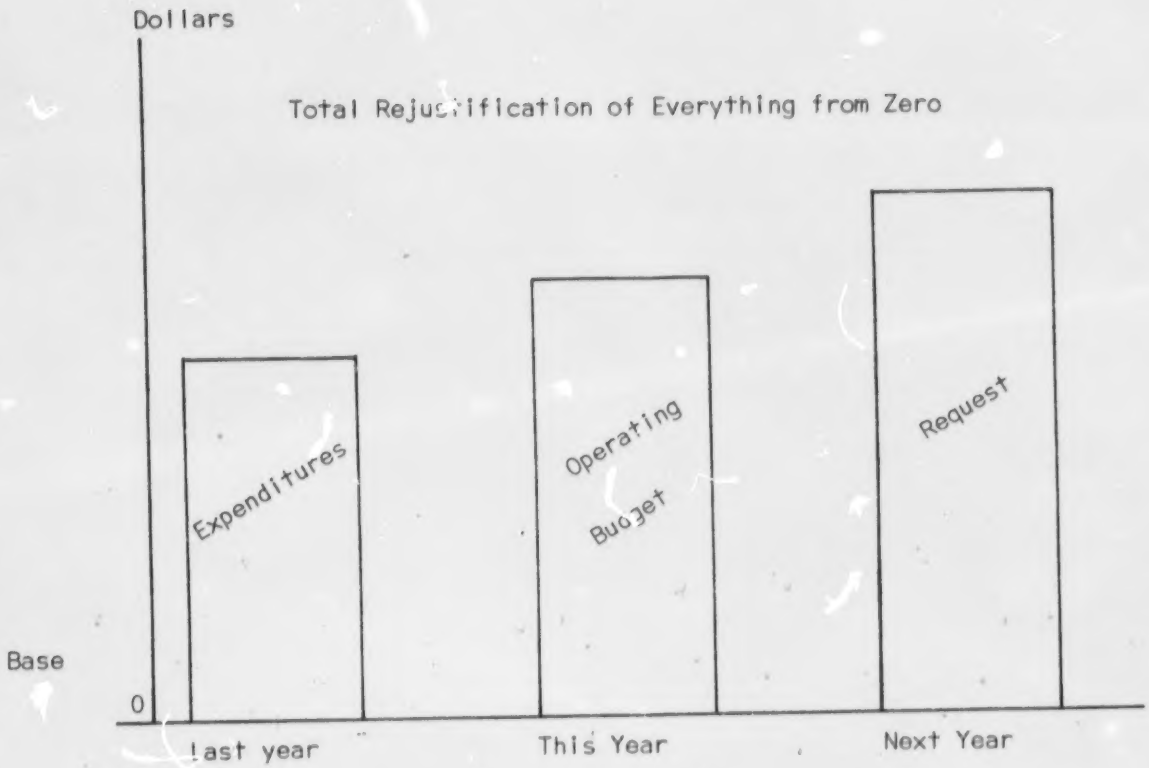
A major disadvantage is that zero-base budgeting is threatening. In its pure form zero-base budgeting means that if your program is not approved, you pack up and move on. This threat would be repeated each year. Of course, it's more threatening to the people involved in the old and irrelevant programs. Another disadvantage is that zero-base budgeting increases the workload for everyone involved since you are not justifying only the increases, but your entire program. It's hard for large programs.

Take a large academic department for instance. To justify every program and activity that they have been conducting for many years can feel ridiculous, especially if they plan on continuing those programs year after year. One of the considerations that ends up destroying the plus side of zero-base budgeting is that because of this increased workload, and the justification of on-going programs and activities year after year, a lot of people will simply copy the previous year's budget and just change the date. While understandable, that response destroys the purpose of zero-base budgeting.

Limitations to the Zero-base Approach

There are 12 or 13 states that now use zero-base budgeting. In these states, none of them uses zero as the base, the true base. They actually select a level from 70% - 90% of last year's expenditures and say, "OK, that's a given, now justify everything above that." If your institution were to use zero-base budgeting, chances are it would be in this composite form. "True" zero-base budgeting is really not feasible in most complex institutions on an annual basis, for all units. For example, at your own institution you probably have a tenure system for faculty. These faculty members, because of legal commitments, cannot be let go easily. Therefore, it's very difficult to zero-base an academic unit. If you were to zero-base a program and decide that a program was not justifiable and should be discontinued, you would not be able to discontinue the tenured faculty. That type of constraint prevents zero-base budgeting from being used in a pure form. There are also programs that operate under legislative mandate, such as land grant universities. By law, there must be certain programs. At some institutions there may be requirements established by the charters or the founders or the trustees. You can't truly zero-base these programs unless you can go back and change the laws or the charters.

Zero-base budgeting



Zero-base Budgeting

Advantages:

1. politically sound
2. ensures constant reassessment of all programs
3. promotes participation

Disadvantages:

1. threatening
2. increased workload
3. "zero" is not really true base

Planning, Programming, Budgeting System (PPBS)

This is a system that was developed by the "Whiz kids" of the Rand Corporation. Charles Hitch (late President of the University of California system) and Robert McNamara (later Secretary of Defense) were part of this group. McNamara was responsible for installing PPBS in the Defense Department.

PPBS is really a philosophy of management but has never been used with complete success. PPBS depends on multi-year planning and attempts to improve the way major program decisions are made. There are three major steps in the process:

The first step, planning, is the long-range part of it and it's time horizon is 5 to 15 years. Here, goals are set and objectives are identified and then analyzed in terms of costs and benefits. Cost-benefit analysis which is a whole new field in itself, can be very complicated since it presumably looks at all the different ways of accomplishing your objectives, and then gives you the "best" way. It takes into consideration the "inputs" and "outputs" of the system... but only by quantifying them. This step also gives you the broad, general policies under which institutions operate.

The next step, programming, selects specific ways of meeting your objectives but within a time frame of 1 to 5 years. These specific ways are known as programs. This is also a good place to consider the evaluation methods for your program; that is, what measurements will you use to evaluate and justify the continued existence of your program.

The final step is budgeting, where you translate your decisions on programming into dollar plans or budgets. Most budgets cover one year, though some institutions are on a two-year budgeting cycle.

Advantages and Disadvantages of PPBS

PPBS is thorough and integrates long-range planning with yearly budgeting decisions. It forces the identification of objectives and the consideration of alternate methods of achieving those objectives. It therefore keeps the focus on programs, not just on dollars. And it does this in a systematic, analytical way.

But while PPBS may sound great and may be the answer to the shoddy way in which many higher educational institutions are being run, it's not that easy to implement or put into effect. First of all, it requires a tremendous amount of information that is well defined, well organized, and mostly quantified. Few colleges or universities have this well-defined data base -- as this mass of information is called.

Second, it is difficult to reach agreement on what are the benefits of education...and even more difficult to quantify them...that is, to put a dollar value on those benefits.

Third, PPBS is too thorough and, like zero-base, too time consuming. You need some top-notch -- and high priced -- experts to make it work and you'd probably need to double your planning staff to bring it about.

Nowadays, one is more likely to find remnants of PPBS rather than a total PPBS. A lot of institutions or government agencies have structures or units which they call programs...but have poorly defined goals or objectives. Their planning horizons extend for only two -- maybe three -- years and they limit themselves to looking at only a very few alternative ways of doing things. And, still, they call this PPBS!

Every Tub on Its Own Bottom (ETOB)

Another familiar approach to budgeting, especially among private institutions, is one called Every Tub on Its Own Bottom, or ETOB. This approach simply requires that every department, or organizational unit, pay its own way. Each unit has to generate enough revenue or income (from tuition, fees, grants, alumni gifts, etc.) to cover its expenditures. Administrators love this approach. Because now, if a Dean, for example, wants to hire a new secretary or send an assistant professor to a conference, his department has to make enough money to foot the bill. The problem with this approach comes from Parkinson's Second Law: Expenditure rises to meet income.

And that's exactly what happens: the units that make more money, spend more. Unfortunately, the reverse of this almost never happens; those units whose revenue falls below their expenditures don't reduce their expenditures. So the institution is going to end up in the red anytime one of its tubs is not supported by its own bottom.

Harvard University used this approach for many years and in the early seventies concluded that units such as the library, the computing center, the admissions office, and other similar budget centers were at a disadvantage. But they couldn't entirely get rid of the system...so they modified it, but still use ETOB.

The King's Decree

Another interesting approach is the King's Decree -- called KING for short. In this approach, the central administrator, or a central administrator, determines the budget for each and every department with or without consultation with anyone concerned. And their - or his or her - allocation is final!

This approach has some obvious advantages over ETOB. For one thing, the entrepeneurial, wheeling-dealing, haphazard aspect is no longer

present. But to counteract the disadvantages, you can only hope that you're under a "benevolent dictatorship"!

Squeaky Wheel Gets the Grease (SWGG)

Finally, there's the Squeaky Wheel Gets the Grease (SWGG) approach. It's a very common approach and is more often found at colleges or universities that don't have any systematic budgeting procedures. Because there are no commonly understood goals, every Dean and the head of every department goes after the most he/she can get no matter what are the true needs. There is a lot of politicking, a lot of infighting, a lot of misleading information, and a lot of squeaks. The loudest squeak gets the most grease (money!). The whole process ends up being political, and the bureaucrat with the most polished ability to persuade or coerce the administration ends up getting the biggest chunk of the budget.

But, wait...don't let the SWGG approach turn you off! It does have its advantages. What it does is draw out those individuals who are more articulate, more persuasive and more imaginative that their competitors. And these are individuals -- in any system -- who tend to surface into leadership positions anyway. People who possess these qualities are usually able to accomplish more than those who don't... they get more mileage out of the resources they're able to muster for their units.

Types Of Funds

1. Unrestricted -- never "purely"
2. Restricted
3. Grants
4. Reserves and discretionary
5. Hard money and soft money

Sources Of Funds

1. Tuition
2. Fees
3. Federal, state and local appropriations
4. Trust funds
5. Gifts and donations
6. Earnings from investments
7. Other earnings (athletics, social events, etc.)

TYPES OF FUNDS

Information on types and sources of funds can be very beneficial to you in developing your own center's requests. The reason you should know something about types of funding is so that you can tap the sources that have the funds appropriate for your needs and activities. This information should also help you to know where to look in your own institution in order to get funding.

Unrestricted Funds

First of all, let's talk about unrestricted funds. These are funds without strings attached. Whatever the source, they can be spent for any kind of program, activity or line item within an institution. Now, there never are purely unrestricted funds. For example, in many public institutions funds from the state are generally unrestricted; yet there are guidelines laid down by budget committees or legislation covering types of expenditures-- travel, for example. The committee might specify that expenses for travel be limited by meal maximums or a certain fixed rate for mileage. Generally, however, the funds are unrestricted, and can be used by any organization or department for any activity.

Restricted Funds

Restricted funds are those that are restricted by activity, line item, or organization. As an example, many universities have research trust funds. These research trust funds are restricted in that they can only be used by those organizations doing certain kinds of research, usually associated with certain academic units. An excellent example of restricted money can be found in the situation at one private women's college where at every noon meal they have yogurt and cottage cheese, regardless of what the menu is. Two alumni donors established this by giving money to be used specifically for cottage cheese and yogurt, and

nothing else.

It should be pointed out that the majority of gifts that are left by donors are not restricted in that way. There would probably be some negotiating between the alumni or development office on campus and the donors if that was the type of restriction they were leaning toward. Often the greater part of alumni funds is unrestricted.

A type of restriction that might affect a women's center would be the allowance of a constraint against "women only" events. For example, a woman's center might have some money from a source that forbids excluding anyone from any activity using that source's funds. "Women Only" events could not be supported with those funds. But there might be other sources, those that support fraternities, sororities, religious groups, clubs, etc., that allow events limited to a groups' own membership. In that case, the women's center could have "women on" events, as long as they used the right money.

Grants

These are monies received from government agencies, industrial organizations, or research or public service foundations for doing some kind of training, research, or public service. There may also be some sort of student aid for performing any of the above services.

Grantsmanship -- which includes the submission of grant proposals -- will certainly not be covered in this section. Grantsmanship -- or even the development of proposals -- is at least a one-semester (or an intensive two-week) course in itself.

So -- just be aware that grants are awarded to specific organizations or individuals to accomplish specific contracts.

Reserves and Discretionary Funds

Other kinds of funding you should be aware of are reserves and discretionary funds. Most institutions at the beginning of their budget year will set aside a certain amount of money which they call reserves. This may be done at several administrative levels, from the institutional level to the departmental level. At each level the administrator may set aside a certain part of the total funds as reserves. The administrators do this so that they can take care of any emergencies that may arise. Around the middle of the budget year, if there have been no emergencies and the reserve funds are still there, the administrator can reallocate funds to programs or activities that are running a little low on their budget. Administrators don't like to put out information on their reserves. You'll have to take responsibility for finding out whether there are reserve funds, who controls them, how much is in reserve, AND how much is allocated over the year. If you can get this information, you can present a supplemental request for additional funds from the reserves at the middle of the budget year.

Discretionary funds are another type that are usually set aside by either the institution or administrators of certain areas. These funds are used for various items. They are very loose, probably very unrestricted and used at the discretion of that administrator. Most often they are hard to identify. They are kept under incredible names in the accounting system and they are very, very hard to track down, even for someone who works with the institution's budget. Obviously, it is easier to hide discretionary monies in a large institution than in a small one, and in a rich institution than in a poor one.

SOURCES OF FUNDS

Probably the best reason for being familiar with this area is so that when you go to an administrator with a request and you get the run-around, you can say, "Well, what about this or that source of funds." There are several sources of monies that come into an institution that a center could tap.

Tuition and Fees

Tuition and fees come from students and the amount available depends on your enrollment. Private institutions depend very heavily on tuition and fees for the direct funding of programs and personnel. At most state colleges, there is some form of "washing" the tuition and fees. This means that the institution collects the tuition and fees and then gives them to the state. The institution never really gets them, in a sense. The state legislature takes the tuition and fee revenue into account in determining the state appropriation for the college or university.

Quite often fees are used differently than tuition. At some institutions for example, the fees go directly to departments for laboratory supplies, computer fees, computer paper, etc., while the tuition goes back to the state.

Federal, State and Local Appropriations

The source and kind of appropriations your college or university receives depends on the type of institution. State colleges, state universities and state community colleges get state appropriations. The amount is affected by how much is taken in by the state through taxes and other sources of revenue, by the legislative decision making on the statewide higher education budget and by the politics of decision making regarding each particular institution. Community colleges often receive

appropriations from a county or city.

Federal appropriations are not as common, although work-study can be considered a federal appropriation. The federal part of work-study comes to an institution from the federal government usually with a stipulation that the institution match the federal appropriation by a certain percentage. A common institutional match for work-study is 20%. This means that out of the institution's total work-study money, 80% comes from the federal government and 20% comes from the institution.

Trust Funds

Just about every institution has trust funds, and they come in all sizes for a variety of purposes. Some are restricted and some are generally unrestricted. For example, your institution might have a research trust fund. It could come from various sources but it is used only for research. There might be an alumni trust fund. The source is clear, but the uses may be varied. Land-grant colleges also have the federal trust funds that come from land-grant endowments at the federal level. If you are a land-grant institution you get at least 20 or 30 different trust funds coming to the institution. However, most of them are restricted.

Some trust funds are made up of only the interest from investments. Others are made up of non-invested capital. Assume that you have a million dollars in a trust fund. Since you're not going to spend the million in one or two months, you can invest 3/4 of it, and be drawing interest on it, while you're only spending $250,000. Earnings from the trust funds usually create at least one more trust fund. Most institutions have some investment process similar to this and usually hire a "Development" officer or executive who manages and oversees the institution's investment practices.

Gifts and Donations

These are usually from alumnae and often go into an alumnae trust fund account. Most institutions place unrestricted donations into an unrestricted alumnae fund. The gifts that come in with restrictions on them (remember the cottage cheese example!) are placed into separate funds. So there would be separate accounts to draw from. When donors give large sums of money that are restricted, they will require some form of periodic accounting that makes different accounts necessary. It is helpful to know what these accounts are as well as how the unrestricted alumnae funds are allocated.

Women's centers at some private colleges have been able to go to their alumnae office and have their center's name added to the list sent to alumnae for donations. It is a common practice to include in a donation request to alumnae some suggestions regarding particular organizations on campus to whom they might consider slating their donations. Publications going out to alumnae often highlight special programs, and having the women's center's programs described would be another way to encourage direct alumnae donations. Depending on how the alumnae office works on your campus, it might be a place to explore a source of funds. It probably would not be a funding source for a large or ongoing program but might be a source for a once-a-year, or one-time event.

Other Sources of Funds

There are usually athletic funds that come from fees, or come from the tickets sold for athletic events. Social or cultural funds come from various events that the institution sponsors. Student government funds may come from student fees or student activities, but they may come from other sources, either social or athletic. That kind of information can be obtained from the student government group, which

usually has to or chooses to publish a financial report of some kind at certain intervals.

Relationships Helpful to Your Budget

Most institutions have some type of budget or fiscal planning office, though they come under various names. Relationships with people in these offices can be very helpful. While these offices may not grant funds directly, at least you can find out if additional funds are to be given out, what type of money the instiution has, what discretionary monies exist, etc. Understanding the flexibilities and the informalities of the budget is a whole other pocket of information that can become available to you and it is the type of information that the administrator who funds your center is not apt to offer.

It should be stressed that the financial planning offices would not decide whether to fund a program. That decision would be made by the administrator whose area of responsibility included the Women's Center or program seeking funding. For example, Everywoman's Center at the University of Massachusetts has obtained funding from the Provost's Office for educational programs, from the Office of Student Affairs for its personal and career counseling programs, and from Administrative Services for its program for clerical workers. Each of these offices is headed by a separate administrator and it was to each of them that program budgets were submitted for funding. At the same time, EWC staff initiated contacts with staff from the University's Office of Budgeting and Institutional Studies to find out what format would be best for presenting a budget, to obtain information on the budget approach used by the University, etc. Over the years the contacts in this office have been very helpful in the areas talked about previously --identifying potential sources of funds, knowing to negotiate the Center's budget base

etc. Relationships with those administrators who (might) fund your programs and with those who decide on and administer the institution's budget process are important.

Budgetary Cycles

A. Time Frames

1. Calendar Year
2. Fiscal Year (1 July - 30 June)
3. Federal Fiscal Year (1 October - 30 September)
4. Academic Year (1 September - 30 August)

B. Budget Request Submission

1. Fixed Costs
2. Budget Strategies
3. The Formal Organization
4. The Political (or Informal) Organization

C. Budget Allocation Process

1. Instructions
2. Initial Budget
3. Review & Adjust
4. Appeal
5. Late Submissions

D. Overview of the Request/Allocation Process

E. Mid-year Review

BUDGETARY CYCLES

In submitting a budget request, an important consideration to be aware of is your institution's budgetary cycle so that you have time to prepare a budget request with adequate justifications, and so that you don't miss out by being late. Institutions may penalize programs for submitting a late budget request. Again, an advantage of making contact with the people in the budget office is that you'll be able to find out submission cycles in advance. As you move down the administrative hierarchy many programs are left out of the budget request process and are involved only in reacting to an allocation.

Time Frames

The budgetary cycle at a few institutions is the calendar year, so that it runs from January 1 to the end of December. Most operate on the fiscal year, which goes from July 1 to June 30. Some institutions operate on the academic year cycle, which usually goes from the 1st of September through the end of August. The federal government's fiscal year is from October 1 to September 30.

Once you determine the budgetary cycle or time frame another important question is how long before the budget year begins should you have submitted your budget. Some institutions only require a few weeks, while others require months. The lead time that's required for a budget request also depends on the sources and types of funds you're seeking.

Student governments may operate on a September to August cycle in order to allow for the collecting of fees, while the rest of the university or college operates on a July to June schedule. Even if the institution does operate on a fiscal year (July to June), departments sometimes prefer to operate on an academic year. So, within the same institution

there may be different cycles for different organizational levels.

Budget Request Submission

Here, it is important to be aware of the approach to budgeting used by your institution, so that you can concentrate on the justification that is required. This is not to say that if your institution does primarily incremental budgeting, that you should not talk about or justify the activities that you support with your base budget. Given that incremental budgeting is political, it's a good strategy to talk about the things your program has done. If you have a lot of activities that you want to bring out, don't hesitate to do that. If you want to pat one of your programs on the back, and say what you did last year was great, the budget justification is a good place to do that. Unless you have maintained excellent communication with campus administrators, they may not know, except by rumor or stereotype, what your center has accomplished. The budget submission process provides an opportunity for you to make your own case.

A question which often arises in connection with budget submission is whether it is alright to submit the same budget to several different offices. There are several aspects to this question.

First, it's probably not a good idea to submit a budget for an entire center except as back-up information. A better strategy is to select those parts of the center which a particular administrator would be most likely or able to fund. For example, if you were proposing a peer counseling program, the person who is vice-chancellor or vice-president for academic affairs, would probably not be able to fund that program because of the mandate of that particular division. The peer counseling budget request and rationale would more appropriately go to the administrator responsible for student support services. You might

choose, or be asked, to give administrators access to the whole picture for the center, only as supplementary information. There might be cases where you would want to present the center as a whole, and request a budget for an entire center with a variety of programs, to one administrator. In any situation, it is important to know about your own institution, its organization, its policies, practices, budgeting approach and cycle and derive the appropriate strategy from that.

Second, there might be cases when, as a funding strategy, you would want to approach two funding sources for the same program. However, you would have to ask each funding source to pick up a different part of the program. You might want your student government to fund the operating expenses of a program for students, and want the campus student affairs office to fund salaries for someone to coordinate that program. You could separate out those two parts of the budget, and submit the separate pieces to the two different sources. Again, you would probably want to show them the whole program and its budget for purposes of background.

While it can be time consuming and difficult to obtain, the fullness and accuracy of your information on and understanding of the budget process can have a major impact on the success of your funding efforts. It is also essential to have some understanding of what's <u>really</u> available for monies-- particularly if you're seeking first time or additional funding for a program at your center. Dealing with the notion of fixed costs may help give some perspective on this.

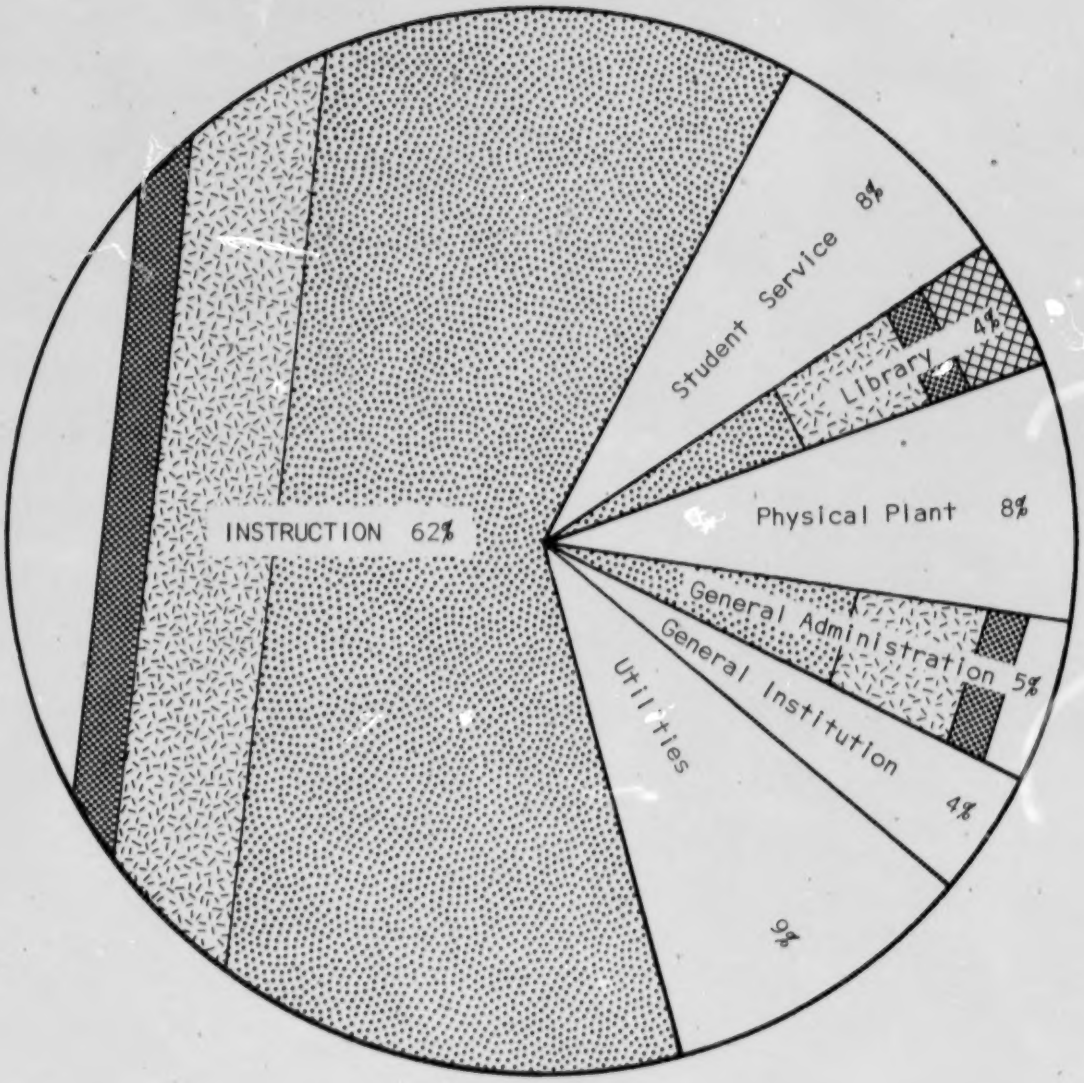
<u>Fixed Costs</u>

The pie chart on page 28 is intended to give you a sense of how much money is really available in an institution. The purpose is also to give you a realistic perspective on the funding situation. During your research on sources and types of funds at your institution and when you begin looking at financial reports and other budget documents and

start finding amounts of money, it's important to know that much of that money is actually not available. For example, there may be some huge dollar value attached to what is going to be available for instruction. However, quite a large part of that is already committed in salaries due to prior contracts and tenure. In fact, in the pie chart example, 62% of all the instruction funds available are committed for salaries. You can't tap those. In each category, previously committed salary will tie up large chunks of the seemingly available funds. Another significant portion of the funds made available to large departments may also be "fixed costs." These are expenses like telephone, heat and electricity. They are costs that are already there which have to be met. Additionally, there's always a certain amount of a new budget that has to go for the price level adjustments, or inflation adjustments, whether in salary, supplies, utilities, mail costs, etc. So, after finally determining what's already committed you may find that there's only a small amount that you're really bidding for when you submit your budget for new funding.

If you are an existing program, and you have been ongoing for a year or two, your existing funds are already included in the pie chart. You should be looking at how much of that price level or inflation increase will be passed on to your organization. Perhaps there are fixed costs to take into account. Now if you're requesting an increase, then you are competing for the small percentage of funds (indicated by the black areas). The same holds true for all of the other organizations at your institutions which might similarly be seeking increases.

How Much Is Available?



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Budget breakdowns not available for white slices

Budget Strategies

There are many different strategies for submitting budgets. Some centers have prospered by finding one supportive administrative unit and obtaining all funding through that division. Generally, this only works if the administrative unit is sufficiently broadly based or powerful to fund diverse programs. Presidents' and Chancellors' Offices are the usual sources for this pattern of funding. The danger, of course, is that all your proverbial eggs are in that single basket. Changes in personnel or politics can leave a center quite vulnerable.

Another strategy is that of trying to use a commitment from a funding source to secure funding from another. An advantage is that it minimizes the risk to administrators who are nervous about funding a women's center. It may be a good strategy to use with new potential funders. A disadvantage is that it keeps you running and justifying all over the place.

While the strategy of submitting separate programs to different funding sources can have many advantages -- it increases your visibility, takes into account how the institution allocates resources, enables administrators to share the risk, etc. -- it is important to be aware of the pitfalls with this approach. An administrator might try to say that as long as X is giving you funds, they'll give you less or none. To counter this you should be very clear what programs each administrator's money supports. To the extent that you can show that you're asking for funds to cover a program <u>not</u> covered by X's money and not within X's jurisdiction, you should be able to justify multiple funding sources. This is when presenting the whole center as supplemental information is necessary. Also keep in mind that if you already have one funding source -- not necessarily a student government but an administrative one -- you should consult with or at least inform that source of your intention to seek funding from additional areas.

Given the complex political conditions that exist on every campus, each center faces a unique set of circumstances. The struggle is to identify the relevant political factors, not to replicate what another center has found effective on its campus. Thus, the important considerations relate to the current situation on your campus and what's feasible for the women's center given that situation.

Submitting a budget request is not just a matter of selecting an administrator and sending her/him your request. Your request should be preceeded by some preliminary conversations, a prior relationship or some attempt to establish a relationship and common ground. You don't want to hit an administrator right before they have to make budget decisions. It's also to your advantage to establish a relationship, apart from budget considerations, so that it doesn't appear that the only time the administrator will see you is when you need money.

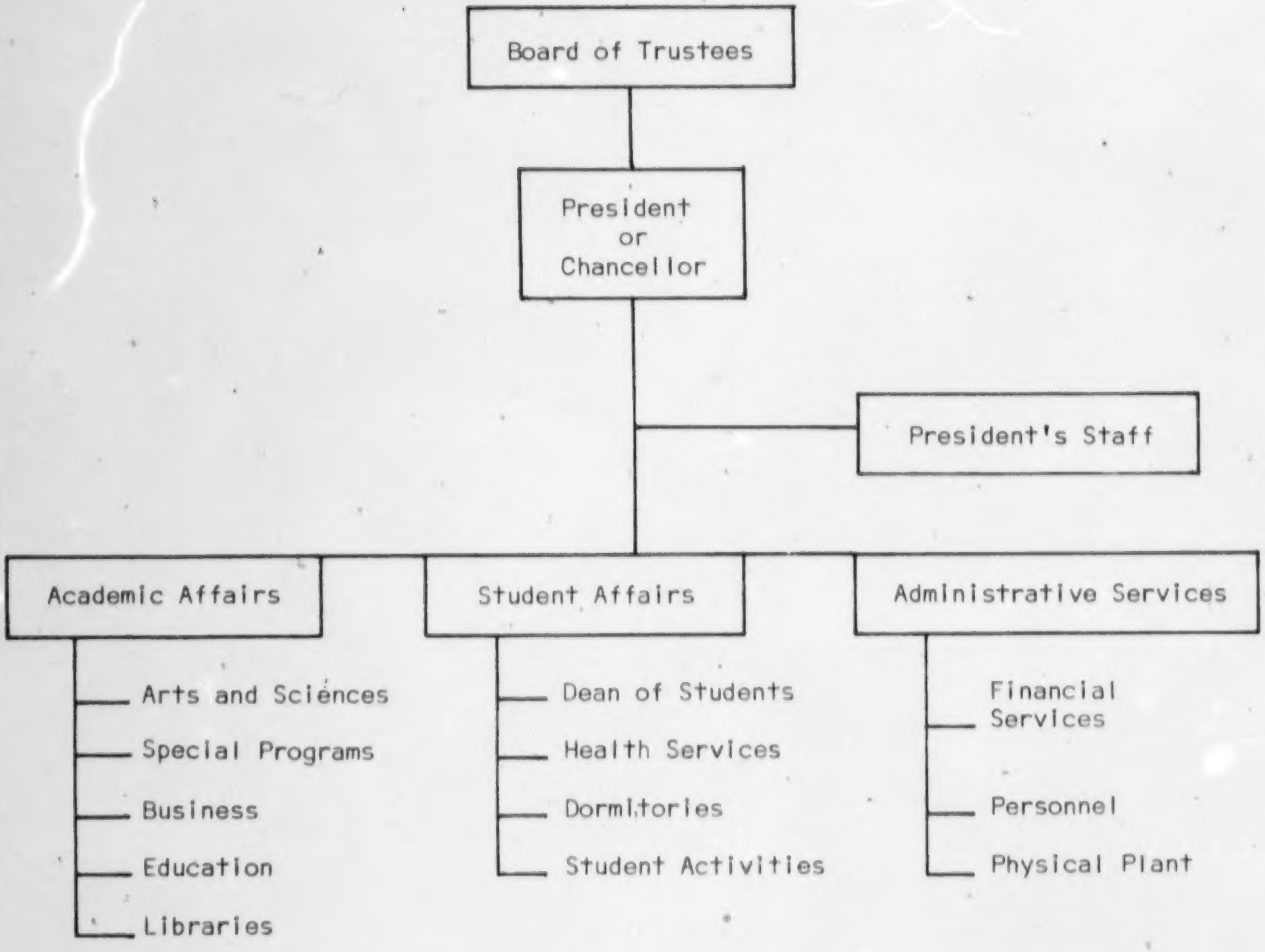
The Formal Organization

Being aware of the formal organization of your institution can help you keep aware of certain formal budgetary and decision-making relationships and of who is formally responsible for what. The organizational chart that follows this section is an example for a large complex university. Usually you have a board of trustees that governs or is above the president and/or chancellor. Within the president's staff there may or may not be some type of financial or fiscal affairs office. If one exists you should try to find out what its function is in relation to all the other departments. Often you find three major areas, though they may differ with institutions. Under each are the programs or offices under their control. So, in academic affairs you have all the different schools or disciplines. In student affairs you have all the support services for students. As a center you may fit under academic affairs, student affairs, administrative services or all. Organizationally

you should be aware of where you are, so you know to whom you should submit your budget request according to the formal organizational structure. The formal structure also provides ideas as to where extra funds might be sought. A formal organizational chart exists in just about every institution. (Likely sources for obtaining this information if you don't have it are the President's or Chancellor's Office, Public Affairs Office, Budget or Accounting Office, budget documents or the institution's annual report.)

What is not generally put in chart form and might not be discussed even if you ask, is the informal (political) organization of the college or university. You should be aware of this informal structure in order to be most effective in seeking funds.

Formal Organization



The Informal Structure

Frequently it appears that all decisions are coming from the individual formally in charge, whereas it is often staff assistants who have primary responsibility for reviewing and adjusting budget requests. You have to be aware of this actual delegation of responsibilities. You still submit your budget request and try your political strategies on those formally responsible but you also include that staff assistant. The point is not to by-pass the director, dean or vice-president because their assistant really makes decisions.

To identify who really makes or influences budget decisions can be tricky. You start with the appropriate administrator as shown on the formal organizational chart, and you work to build a solid relationship. However, you also try to establish contact with other people in those offices to find out who eventually makes budget decisions.

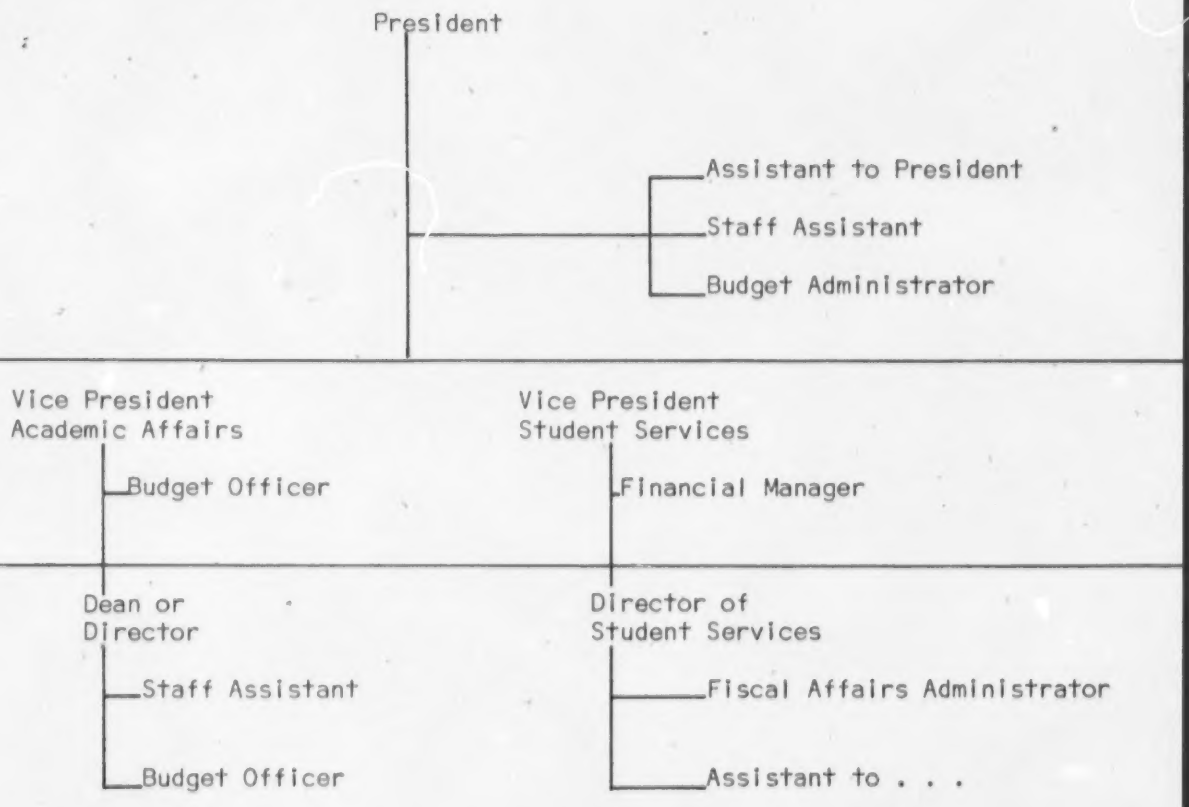
Clues as to who is important in the budget process might be who the administrator would ask to sit in on a meeting, to whom you are told to send budget requests, or on whose desk your request is sitting. Once you have this kind of open connection with the administrator's budget person, you can then initiate contact to obtain additional information. You can legitimately give them status reports on how you're doing, send memos saying thank you for your help, etc. The formal budget negotiating and information sharing might still go on with the administrator, but the informal relationship with the assistant can be very important.

Another part of the informal structure are advisory and planning committees. It's important to know which committees could affect your programs and who on those committees are your supporters and enemies. If you can ascertain at least some of this in advance you can bolster your supporters with everything from moral encouragement to data (often

more useful) and develop strategies for neutralizing or converting enemies. There are provoking and repeated stories of enemies becoming champions because they were included in advisory capacities to the program they initially argued against. While this is a high risk strategy, the moral is that enemies shouldn't just be ignored or written off.

Learning about the informal structure can be particularly difficult for student and volunteer run centers. It's time consuming and usually takes consistent exposure. Some centers have been able to effectively use their contacts, women faculty or supportive men faculty or administrators they have gotten to know in other than in a funding capacity, either through a formal advisory board, or by spending time keeping in touch with them. This becomes the vehicle for obtaining both information and advocacy.

Political Organization



The Budget Allocation Process

Generally, a central office sets a date for final reviews and allocations. Major administrators then send guidelines for budget submissions to their different departments or organizations. Program or department heads then submit their initial budgets. These requests come up through the levels of the hierarchy until they reach the vice chancellors or vice presidents where a review is made. Actually, the budget reviews can be done at any level, depending on the administrators at each level. Some of them will conduct reviews to determine what's really been effective and where, and some of them won't. At each passing of the budget from one level to another, there tend to be adjustments, since the amount of the requests usually far exceeds the amounts that are available. Sometimes there can be trade-offs, sometimes a flat across-the-board reduction, sometimes a graduated reduction. There are innumerable ways that adjustments can occur. Ideally, after the review and adjustment is done, notice of the budget allocation is sent to the lower levels. In many institutions you have a chance to appeal your allocation at this point. Not all institutions have an appeal process. But if your institution does, you should begin preparing for it as you develop your initial budget request. To prepare for it you put together your justification for the initial budget and hold in reserve enough detailed data to go back in and back up any claims or requests that you have made.

If you're an ongoing center, and can show your administrator that you have set up a program and at the same time have considered a method of evaluating the program, you're ahead already. It will work in your favor in two ways. First, it indicates that you are serious about reviewing your own work. Second, in setting up your evaluation process, you're going to be collecting data: How many drop-in visitors do you have?

How much volunteer time was contributed? These data will provide you with a solid documentation for your next budget cycle. It also will give administrators something solid on which to base their justification for funding your program at the next level up.

Again late submissions can cost you money. Some institutions just don't consider them. And if they do, some institutions will just give you the leftovers.

Overview of the Submission/Allocation Process

Many variables influence the budget submission and allocation process and there are many variations among institutions. An overview of one approach though may be helpful.

Review the section of the organizational chart concerning student affairs. There are many major organizations underneath it. Assume that your center falls under one of these agencies, student activities, for example. Your budget request (or part of it) would go to the Director of Student Activities. Then the directors of all the programs under Student Affairs put their budget proposals together. They would then submit the combined proposals to somebody on the Vice Chancellor for Student Affairs staff. All three of the vice chancellors would then put the budget requests for their areas together and submit them to the budget office or to an administrative budget review group.

Assume that the institution receives state funds. Along with the state appropriation, the Budget Office will have an analysis of prior expenditures in different areas. The Budget Office will then put together a proposed budget, and submit it to the decision-making body for the campus. This group might consist of the budget director, the chancellor and each of the vice chancellors from the different areas, plus the personnel officer. They meet together and fit the Budget Office's projected

allocation with the vice-chancellors' budget submissions.

The Vice Chancellor for Student Affairs having agreed to a sum at the highest level, now determines how much to allocate to each of her/his departments. The Director of Student Activities then negotiates for a figure. She/he must then determine how much to allocate to each of the programs under his/her office. It is at this point that your women's center would either be given an allocation or called in to negotiate a final figure.

The Mid-Year Review

In the previous section on types of funds, reserves were mentioned as funds set aside at the beginning of the year for emergencies. At mid-year, program and institutional needs are reviewed, and whatever amount was not committed or expended through the first six months of the year is made available for additional allocations. Usually only upper-level administrators are informed of the mid-year review cycle. Whether they in turn inform programs is their prerogative. This is another reason it's important to have ties to the budget or financial planning office as well as good working relationships with your administrators. The information from each source can complement or supplement that from the other.

Budget Preparation

A. PREPARING THE ACTUAL BUDGET

1. Line Items
2. Program Budgeting

B. THINGS TO KEEP IN MIND

1. Alternatives
2. The Political Process
3. Limiting One's Own Horizon
4. Trade-offs and Real Limits
5. Getting Information
6. Missions and Goals
7. Playing the Game
8. Liaison
9. Promoting Credibility
10. Visionary vs. Realistic Budgets
11. Budget Justification

PREPARING THE ACTUAL BUDGET

In order to prepare your budget request, you're going to have to know and follow the procedures for your own institution. However, it may help you to be familiar with some common elements of budgets. For this reason, this section will deal with line items and program budgets.

Line Items

Line items are really what most states and many cities and counties operate under. Line items refer to specific types of items, and you are budgeted for those particular items, or expenditures. Monies are allocated to your institution and probably to the lower levels by line item. You get so much for salaries, travel, supplies and so on down the line. Knowing your institution's line items will help you when submitting your budget request. A strategy and sometimes a requirement in budget preparation and submission is to indicate previous expenses. Most institutions want these by line item. For example, in Massachusetts there are 16 "line items." These are listed on the chart on the next page. The first one is permanent personnel salaries and there is a certain amount budgeted for those. How much is budgeted is determined by the institution and the number of people on your payroll. Money allocated in this category usually cannot be spent on anything else. At your institution you may have different names or categories for these items, but you probably have line items.

If you were preparing a straight line item budget, your center would only have one column showing how much was spent for salaries, travel, telephone, supplies, etc., and the total of all expenditures. Then you would have a second column showing the amount of increase requested for salaries, telephones, supplies, etc., and a total.

Line Item Budgets vs. Program Budgets

Line Items:

01 Permanent Personnel Salaries

02 Benefits

03 Services and Student Pay

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.

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08 Utilities

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10 Travel

12 Maintenance -- equipment repair and replacement

13 Educational Supplies

14 Administrative Expenses (phone, postage, etc.)

15 Equipment Purchases

16 Rentals

Examples of Programs (synonyms = activities, cost centers):

1. Counseling
2. Referral
3. Workshops
4. Drop-In Center

Program Budgeting: A Different Procedure

If it fits within your institution's budget process, you might look at your center as a series of programs. These programs actually function as cost centers. That is, there are personnel, supply and telephone costs attached to each separate program. A program budget looks at expenditures and requests by separate program and not necessarily by line item.

You begin by dividing your center's work by types of function or activities to come up with your basic programs. As you define different programs within your center you may find there are some functions, like overall administrative work, that don't fit under only one program. You may want to use that as one of your programs. Just as with the other programs you figure out how much time, telephone, supplies, etc. goes into the center's programs' administration. Another option is to divide those costs proportionately across all the other programs.

It is important also to pay attention to activities that you may not have conceptualized as a program. For example, many centers don't think of their drop-in facilities as a program even though it takes resources -- people's time to keep it staffed, to order books and magazines, to buy the coffee, to straighten the bookshelves, etc. -- to create a useable space. Since many centers know that their drop-in space is a major entry point for a woman to other services at the center, it makes some sense to treat it as a separate and important program.

Let's assume that you have these main focuses -- counseling, credit-free workshops and a drop-in center. The following program budget expenditures sheet sketches what this would look like. It gives you programs across the top...and line items down the side!

PROGRAM BUDGET -- PAST EXPENDITURE

PROGRAMS

LINE ITEMS	Personal Counseling	Workshops	Drop-In	TOTAL
Salary	$2500.00	$6600.00	$900.00	$10,000
Telephone	120.00	60.00	20.00	200
Supplies	70.00	150.00	30.00	250
	$2690.00	$6810.00	$950.00	$10,450

Let's further assume that you have one full-time employee at a $10,000 annual salary who works on all the programs at the center. You would need to figure roughly how much of that individual's time was spent in counseling. If it were 25%, you would take 25% of $10,000 and indicate that amount of salary spent in the counseling program. Then, perhaps, 66% would show up under the salary part of the workshop component. If the remainder of her time (9%) was spent in referral, a $900 salary figure would go under drop-in center. If you add the salaries across the programs you get $10,000. That's your line item for the center for salaries. Now you would do this for each type of expenditure.

For example, assume you have one telephone that costs you $200 a year. Unless you keep track of every single telephone call, you're not going to be able to tell how many calls each program made. But you can make a guess. The telephone is probably used most in the workshop part of your program. So figure it at 60% of the telephone cost. 60% of $200 is $120 and this figure would go under the Workshop program. Counseling may be the next largest use of the phone, so you estimate 30% of the total cost belongs to that program. The balance of 10% or $20 would show up under the drop-in center program. If you add the separate totals for phone you would end up with a line item total of $200.

Let's also say that you spent $250 on supplies last year. You estimate that the counseling program expended $70, the workshops $150 and the drop-in center program $30. So now your program budget sheet shows both line item totals for the center and also the cost of each program if you add down each column.

Now several things can be done with this information. If you did a good job in determining the percentage of salary, telephones, supplies,

etc. that were used in each one, you might identify programs that are costing too much. Perhaps, for another program you find that the low total means there's not enough going into it, given your priorities or compared to other programs. The profile of program totals might tell you which programs are straining your resources or which programs are being crippled by inadequate resources. The chart won't tell you what to do, but it may focus what some of the trade-offs might be. If you dropped one program, for example, the budget chart would tell you exactly how much you would have available for either a new program or an extension of an existing one.

To submit your budget request you could do another chart or, add columns --one for expenditures and the other one for requests. You would then have two columns under each program, and anyone could compare immediately, by program and line item. The following chart reflects this type of presentation.

PROGRAM EXPENDITURE AND REQUEST

	Personal Counseling		Workshops		Drop-In		Total	
	Expended 77	Requested 78	Expended 77	Requested 78	Expended 77	Requested 78	Expended 77	Requested 78
Salary	$2500.00	$5000.00	$6600.00	$7500.00	$ 900.00	$ 900.00	$10,000.	$13.4000.
Telephone	120.00	132.00	60.00	66.00	20.00	22.00	200.	220.
Supplies	70.00	100.00	150.00	250.00	30.00	50.00	250.	400.
Program Totals	2690.00	5232.00	6810.00	7816.00	950.00	972.00	10,450	14.020

Since many centers depend on volunteers it's very important to show their contribution. You can show this with the same kind of format. Let's say you have only one full-time individual and five part-time volunteers. Calculate the contribution of each volunteer by program. The following chart depicts volunteer time across programs using a salary equivalency equal to the full-time staff person.

Although you may not be requesting funds to compensate your center's volunteers, it may be to your advantage to show how much the institution is getting for free!

BUDGET EXPENDITURES SHOWING VOLUNTEER TIME

	Personal Counseling	Workshops	Drop-In	TOTALS
Salary				
1 full-time employee @ $10,000/yr.	$2500.00	$6600.00	$ 900.00	$10,000
*Volunteer				
2 part-time 10 hrs./wk. each @ full-time paid equivalent $10,000/yr.			[5,000.00]	
1 volunteer-5 hrs./wk as above.			[1,250.00]	
2 volunteers 15 hrs/wk each as above	[6250.00]	[1250.00]		
Subtotal: Volunteer	[6250.00]	[1250.00]	[6,250.00]	[13,750.00]
Telephone	120.00	60.00	20.00	200.00
Supplies	70.00	150.00	30.00	250.00
TOTAL UNIVERSITY COST	$2690.00	$6810.00	$ 950.00	$10,450.00
*ACTUAL PROGRAM COST	[$8940.00]	[$8060.00]	[$ 7200.00]	[$24,200.00]

*These entries include the estimated value of volunteer contributions, which are provided at NO COST to the University.

To show volunteer contribution you determine a salary equivalency rate for volunteers. It might be a rate based on a typical salary for the type of work they've been doing or you might use the salary base of your existing paid staff. Assuming again the situation of one full-time staff person, but adding five volunteers, you would want to show how much of each volunteer's time was contributed to each program. You do this by figuring out the dollar equivalent of the time. Thus, 10 hours per week contributed to the drop-in center would equal $2500.00 worth of time if the volunteer were to have been paid a $10,000/year basis. You would indicate contributed rather than paid time by enclosing the figures in brackets or a box.

There are many variations on this general strategy of pointing out how much a program saves an institution by using volunteer time. You can incorporate this into your single expenditures/requests submission. You could create a separate chart depicting volunteer contribution. You could save this information for negotiating or appeal sessions. There is no one right way to present the information.

Likewise there is no one way of using it as a leverage point. You could take the tact that volunteer time is inefficient and not cost-effective because the paid person spends a lot of time coordinating volunteers. You could use the number of volunteers to indicate wide support for the program, assuming that this would appeal to funders and increase their willingness to fund a program. You could argue that the programs that the volunteers are carrying are really the institution's responsibility and that the college or university can not rely only on women's volunteer labor to provide services to meet women's needs. Another approach is to argue that previous volunteer support was used to demonstrate the need and effectiveness of programs and that because of

problems of transience or whatever with a volunteer staff, paid positions have to be created to maintain a successful program. Another possibility is to indicate that the number of volunteers and, hence, the number of people reached by a program could be doubled (or whatever) if there were one more paid staff person to provide continuity, coordinate schedules, etc.

Again there is no one right argument. The approach you take must be based on your understanding of what's important to your center, what it needs to survive, what a program needs in order to be successful and what potential funders are concerned with.

In the case of interns receiving credit for their work at your center there are several approaches. One is to not include them. Another is to present a display of the amount of time going into a program including all sources. Another would be to do the same translation of time into dollars. This last strategy is probably best used in those cases where the intern's work and time is integral to the program's functioning and there is not a balance of paid staff working an equivalent amount of time in the same area.

THINGS TO KEEP IN MIND: Alternatives

Administrators are going to come back to you to ask about the alternatives you've considered. If you are requesting a full-time salary for an individual in a particular program, the administrator may well ask if you've considered using a graduate or work-study student(s) instead. You should be prepared to talk about what the advantages of the full-time person are over work-study or graduate students. You should be able to show that you considered the alternatives in terms of varying affects on the program and your center. This is where a thorough program development process can be of enormous help.

The consideration of alternatives should extend through every line

item and every program of your budget request.

If you're requesting funds to buy a film projector for a film-study group, for example, you should have considered the alternatives of renting a projector, or regularly using the Audio-Visual center's equipment. If, in preparing your request, you have considered the advantages and disadvantages of these other alternatives and you have determined that the "best" way is to buy a projector, then be prepared to highlight the disadvantages of the other two alternatives either in your original submission or in a justification or appeal situation.

Also, be prepared to answer questions such as, "Have you considered alternatives to your programs?" You have probably done this in setting and selecting your center's goals and objectives, so this should present little difficulty...but it is best to have verbalized it previously.

Budgeting as a Political Process

Budgeting is really a political process learned through experience. You can get concrete, factual information on the technical aspects of what budgeting is all about, but the political dimensions are more elusive. The political dimensions concern how and why decisions are made -- by whom and on what basis. That aspect can be difficult to learn. Often you have to find ways of connecting with people so that you will have information about, as well as some understanding of, the people involved in making decisions. This information helps you to form a whole picture. The purpose here is to use this information and the contacts you've made to gain access to and visibility with the administrators you have to get to, in order to get the money.

One element of the political considerations on a campus is keeping on top of things at several levels. This means not just focusing on

your direct relationship to an administrator but keeping a sense of the tone of the institution. If you're within a state college or university having a sense of the situation of higher education in your state is important. If you're at a private institution pay attention to the politics of who's on your Board of Trustees. Understanding how those conditions at different levels filter down to your campus can help you realize that the politics are not just those of a couple of administrators. It's important to understand the political pressures and considerations at the level where you are. But in order to keep progressing in terms of getting funding, you have to explore the impact of higher levels. You can look for people with power whose support of your center would increase your ability to get more funding. You can look for administrators who are secure enough to be able to risk funding a women's center. You can identify the issues or constituencies that would carry weight with an administrator. The point is that you need to know the effects of the political situation on the administrators to whom you would go for funding.

Limiting One's Own Horizons

One of the things we often talked about in training was the notion that women's centers often have a limited perspective on their options. If, for example, a center is receiving money from the student government, it's often assumed that that's the only place from which the center can get money. As long as a center operates on that assumption, the assumption will hold true. But once the assumption is changed to include other possibilities, a whole new horizon opens. A changed assumption leads to changed behaviors. More and more information about the entire institution is essential: if the institution were doing our programs where would funding come from; who are the sympathetic and

supportive people; who are the people who are going to create barriers; are those barriers psychological, personal, financial?

Trade-offs and Real Limits

While there are some real limits to what a center can do as a student funded club or organization there are also limits to what any center is going to be allowed to do in terms of changes within the institution. What ultimately seems to happen is that a center has to recognize the institutional constraints, sort out what the trade-offs for being housed within the institution are and work out a manageable negotiation position vis-à-vis the center's funders. The goal is to avoid significantly compromising the content of the center's programs while at the same time maintaining enough visibility and credibility, but not putting yourself in the position of being too far within the organization just to have access to the needed resources. That's an ongoing and very delicate balancing act. It's interfacing the center's needs with what's happening on the campus with new and previous administrators and the tone they set for their divisions, etc. It's very tricky and there's no one pat answer. It's like a juggling routine. It takes a lot of time and that's particularly problematic for centers with volunteer or student staff only.

Getting Information

Administrators are more likely to withhold information from a student-run organization than they are to withhold information from a group that is a campus program or department, but they often seem loath to give information to anyone. Everywoman's Center evolved a strategy for obtaining budget-related information that proved very useful. The Center formed a budget advisory committee made up of administrators who funded the Center and one person who was fairly central to the process in the budget office. While the budget person started out generally

sympathetic he became an active informal advocate. The Center learned about mid-year allocations, review committees and other parts of the university's budget process of which we had been unaware. The Center also found itself with an advocate in meetings it didn't even know existed.

One of the effects of seeking more institutional information is that it signals to the administration that a center is serious about its work and its role and that it won't just go away. Another advantage is that you can better differentiate truth from bluff and you can probe for "real" answers.

Missions and Goals

The mission and goals of an institution are what they say they're all about. They're the statements that undergraduate admissions catalogs are made of. Institutions spend incredible amounts of money on advertising campaigns to attract students and impress trustees, legislators and parents. One of the things you can do is to dig into that kind of information and pull out what the institution says about its purposes. Often the institution, in order to exist comfortably within their community, talks about its commitment to public service. If your center provides services to the women in the community, then your program can be linked to institution's public service goal. If,for example, the vice chancellor of student affairs says that her/his goal is to improve the quality of life for students and to enable people from different backgrounds to integrate themselves more easily into the institution, then that may give a women's center leverage for support for a program like an older student's support group, or conciousness raising groups or a peer sex education program or a rape prevention program. A point to remember is that you don't have to believe their rhetoric to use it. It also doesn't necessarily have to coincide with what you really want to accomplish with your programs. The task is to translate the content of your program

into terms administrators can accept, understand and identify with.

Playing the Game

There is often an understandable resistance among women's groups to playing institutional politics or dealing with administrators seemingly on their terms. Sometimes this resistance stems from a kind of pure political perspective, sometimes out of a fear of co-optation, sometimes out of feelings of personal inadequacy. One way to define the process of political strategizing is as a process of figuring out how to convince someone, whose goals, values and interests are different from yours, that they should support your work. That persuasion may depend on your ability to speak their language, to understand the pressures on them, to know what parts of your work are most compatible with their concerns. To choose not to be persuasive is to face not being able to run programs that are needed by the campus and community and to encourage constant turnover among women's center staff because a program lacks the resources needed to run it and instead drains each volunteer's energy-- the "burned out" syndrome. A campus-based women's center that does not wish to develop and implement strategies for persuading campus administrators to support its programs should probably reassess its purpose for existing within the institutional setting and the cost -- to potential participants and center staff members -- of a continual lack of resources and support.

Maintaining credibility with campus administrators and with campus and community women can be time consuming and demanding. If a center's primary goal is to meet certain women's needs, then the issues of credibility, compromise and co-optation need to be handled with reference to whatever the primary goals are. This is not meant to suggest

that a women's center is nice to or never confronts administrators. The point is that your long-range purposes should be clear and should inform your behavior.

Who Should Do the Liaison?

One question to be asked is whether there are those women who can do liaison and want to do it and those who feel they just can't do it. A center needs someone able to actually go out and make contact with the people who are in power -- to make the connections necessary to get the needed information. The task of liaison raises issues around individual skill differences in the context of egalitarian principles and a need to be effective in managing the political negotiations.

One way of trying to balance existing skills and desired effectiveness with skills sharing is to have two or three people responsible for liaison. It can be very helpful for the liaison folks to have support when they're on the line. This also mitigates one woman being viewed suspiciously by others on the staff because they don't know how she's presenting the center. It also provides a mechanism for new people learning new skills and for building continuity.

Promoting Credibility

One way in which women's centers can change administrator's attitudes is by being responsible, competent and having their data together. This means knowing the center's goals, the numbers of people reached, the demands and needs of campus and community. When you do serious, thorough, competent work you tend to get respect even from those who don't agree with you.

Another influence on administrators is a center's image. Having a predictable stable image is easiest if you have permanent staff. Sometimes

faculty can become permanent contributors to the center. They can then lend a certain legitimacy to the center within the larger institution. Rather than asking faculty to volunteer time, another route would be to ask them to help a group of student staff members to put together a program proposal that includes a salaried position or two. The object here is not to overload already stressed faculty women, but to make efficient use of their skills and contacts.

The idea of an advisory group was mentioned before. In general terms an advisory board can be very helpful for any center. It's important to remember that it is only advisory. You can take their advice or not. The idea of an administrator or faculty -- that you may or may not trust -- fully knowing a lot about what goes on at the center may seem uncomfortable. If that's the case, you can set up the advisory board such that you control the attendance, agenda and frequency of the meeting pretty much and you keep the agenda advisory. You select primarily those people who are already sympathetic.

Documentation of a center's programs is another important tool. To provide evaluation information on programs before it is requested is an excellent strategy. That strategy enables you to set the criteria and take the time to be thorough. Again, it indicates that you take your work seriously.

Visionary vs. Realistic Budgets

A visionary budget is one based on what you'd really like to do with full fiscal support. A realistic budget is based more on what you think you may get. The timing of a visionary budget is important. If the institution is not fiscally strained, submitting a visionary budget won't hurt your credibility in the way it could during a time of real

fiscal stringency. If your university or college is experiencing incredible cutbacks that's the time to show how realistic and cost-effective you can be. Again, it's a matter of keeping on top of the political and fiscal tone of your campus. During the appropriate climate there's a value to submitting a visionary budget or at least having it prepared to share with administrators. If you prepare it to document solidly what the real needs of women are on that campus for a range of programs and to point out why these needs and programs are the institution's responsibility (i.e., using the institution's own rhetoric) then it can be the basis for serious conversations with administrators and can form a strong budget base for subsequent budget presentations. A visionary budget also makes anything you submit after that look like peanuts.

A realistic budget involves figuring out what you want to do, obtaining information on the availability of funds and coming up with a request that combines the two. Cost-effectiveness, size of increase and alternative approaches are active considerations in a realistic budget. In submitting a realistic budget, you may still request more than you think you will get, but you should go in knowing how the program will be affected or changed by, for example, a 10%, 20%, or 30% cut. You should also enter a realistic budget negotiating session with a firm sense of a bottom line. That is, you should know the resource level below which you cannot operate your program(s) even in a revised manner.

Budget Justification

A budget justification can have several components. In the political dimension the justification involves showing the relationship of your center's goals and programs to the institution's missions and goals.

It's up to you to show potential funders that they have something to gain by supporting your program (e.g., they are meeting their own goals through your programs).

The program dimension of the justification includes being able to demonstrate or document the needs, articulate the intended outcome related to these needs, and describe the program approach and activities. Thorough program planning should provide you with the information you need here. In the budget dimension you should be able to show that you have considered other approaches but that your budget is the most cost-effective approach, given the stated needs and desired outcomes.

APPENDIX

SCHEDULE FOR SIMULATION WORKSHOP ON SUBMITTING
PROGRAM AND BUDGET PROPOSALS TO ADMINISTRATORS

Tuesday, March 29, 1977

8:45	GROUPS 1 - 3	Meet in Board Room, 3rd Floor, Whitmore
9:00 - 9:30	GROUPS 1 - 3	Meet with one of the following University of Mass. Administrators to present their program and budget proposal. Administrators: Sally Freeman, Robert Woodbury, Fred Preston.
9:30 - 10:00	GROUPS 1 - 3	Groups, observers and administrators process the simulation using the attached questions.
10:15	GROUPS 4 - 5	Meet in the lobby of the Chancellor's office, 3rd Floor, Whitmore. (NOTE: Groups 4 -5 may use Campus Center Room 917 to meet prior to going to Whitmore.)
10:30 - 11:00	GROUPS 4 - 5	Meet with one of the University of Massachusetts Administrators to present their program and budget proposal.
11:00 - 11:30	GROUPS 4 - 5	Groups, observers and administrators process the simulation using the attached questions.
12:00 - 1:30	ALL GROUPS	Meet in Campus Center Room 917 for Seminar with Administrators.

QUESTIONS FOR ADMINISTRATORS AND OBSERVERS TO USE IN GIVING FEEDBACK TO TRAINEES

Proposal Content

1. What was the strongest component(s) of the proposal from your perspective and why?

    a. rationale/justification
    b. documentation of need
    c. goals
    d. activities
    e. budget

2. What was the weakest component from your perspective and why?

    a. rationale and justification
    b. documentation of needs
    c. goals
    d. activities
    e. budget

3. To what extent was the proposal presentation aimed at your interests, knowledge, concerns? (For example: Did the presenters spend too much time covering things you already knew? Did they assume that you knew things that you didn't know?)

4. Overall, to what aspects of the proposal did you find yourself responding most favorably?

5. Can you see changes in the content of the proposal that would have increased your desire to fund it?

Communication/Style of Presenting

1. At what points were the presenters successful in eliciting a supportive response from you? What caused that response? Be specific.

2. At what points did the presenters' behavior elicit feelings of defensiveness on your part?

3. Were there times when the trainees were particularly persuasive? When?

4. Were there times when the trainees seemed defensive about their proposal? When?

5. Were there times when the trainees were not very persuasive? When?

6. What seemed to be the overall communication strengths of the presenters?

7. In what communications skills do you think the trainees could use more work?

8. Did you find the way the group worked as a whole effective?

QUESTIONS FOR TRAINEES TO USE IN REVIEWING THEIR GROUPS' EFFECTIVENESS.

Content

1. Coming into the meeting which aspects of your proposal did you feel best able to defend?

2. What aspects of the proposal did you feel were "shakiest"?

3. What questions from administrators were difficult for you? Why?

Communication/Style of Presentation

1. If the meeting were broken down into the following components, which do you feel you handled most effectively?

    a. creating a good atmosphere for discussion
    b. carrying on introductions and casual conversation
    c. clarifying purposes of the meeting
    d. stating the case
    e. responding to questions
    f. clarifying administrator's meaning
    g. negotiating changes/possibilities
    h. bringing meeting to closure

2. Which of the above do you feel you were not able to handle effectively?

3. Were you aware of any problems in the communication patterns, style, interacti

4. How would you describe the tone or style you tried to maintain in the meeting?

Overall

Based on this experience, if you were to do this over again, are there changes you would make?

QUESTIONS FOR TRAINEES TO USE IN COMMENTING ON ADMINISTRATOR'S BEHAVIOR

1. How would you describe the administrator's attitude toward you/your group, initially?

2. What did she or he do that conveyed this attitude?

3. Did this attitude change?

   If so, how and at what points?

   Can you relate the change to things you feel you said or did?

4. Were there aspects of the administrator's behavior that made you uncomfortable?

5. Were there things that the administrator said or did that made you feel more at ease?

6. What changes in the administrator's behavior would have made the meeting easier for you?

7. Were there elements of the administrator's behavior that seemed unrealistic to you?

QUESTIONS FOR ADMINISTRATORS TO USE IN ASSESSING THEIR OWN BEHAVIOR.

1. How realistic do you think your behavior was for this type of meeting?

2. Did you do some things to make it "tough" on the participants?

3. What tone did you attempt to create in the meeting?

4. Were you aware of doing some things to put the trainees at their ease?

5. Are you aware of any ways you operated in this meeting that were consistent with or different from the approach you would usually use with programs/ departments at this type of meeting?